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ABSTRACT

The National Advisory Council on Bilingual Education's seventh annual report outlines the Council's mandate and activities and looks at the current state and future needs of bilingual education in the United States. In a section on program implementation, the report outlines local, state, and federal support efforts, program design and effectiveness, and capacity building. A chapter on program needs addresses the specific needs of American Indian language groups, Alaskan language groups, Puerto Rican language groups, and rural populations, and the general need for public awareness of bilingual education practices and results. Bilingual education as a potential for economic development and legislative direction and reauthorization issues are discussed in separate chapters. Council recommendations are made in each of these areas of concern. The projected directions and general recommendations of the Council are outlined in a concluding section. Specific recommendations for initiatives in policy formation, program development, and research are made to the Office of Bilingual Education and Minority Language Affairs, the Secretary of the Department of Education, and the President of the United States. Appended materials include the Council's charter and the names and addresses of its members as of December 1982. (MSE)

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BILINGUAL EDUCATION:

MEETING THE NEEDS OF THE EIGHTIES

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SEVENTH ANNUAL REPORT
of the National Advisory
Council on Bilingual
Education
1982-1983

ANNUAL REPORT COMMITTEE

Ms. Judith Valdez Moses (Chairperson)

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Prepared By

Dr. Randall H. Workman

Contract No. 300830142

July 19, 1983

The Honorable Thomas P. O'Neill, Jr.
Speaker of the House of Representatives
Washington, D.C.

Dear Mr. Speaker:

For the past six years, the National Advisory Council on Bilingual Education has submitted an Annual Report describing current efforts and issues in bilingual education. Though this, the Seventh Annual Report adheres to that tradition, the efforts and issues it describes are more reflective of national and international trends than ever before.

The potential for bilingual education programs to contribute significantly to defining the national character has never been greater; but,to make this contribution, several issues must be addressed. These include the role of local, state, and federal support, program effectiveness and design, the ability of local education agencies to build their capacity to meet the needs of children of limited English proficiency, the emerging needs of special populations, and the application of technology to minority language programs.

The National Advisory Council on Bilingual Education has spent the past year addressing these very issues and reports its findings herein. We would urge you, upon reading this Report, to continue your support of bilingual education so that we may take full advantage of the language capability which is vital to the Nation's self-interests.

Sincerely,

Carolyn Hong Chan, Chairperson
National Advisory Council on Bilingual Education

July 19, 1983

The Honorable George Bush
President of the Senate
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CHAPTER I

INTRODUCTION

Historical Perspective

The National Advisory Council on Bilingual Education (NACBE) was created by Congress with the passage of P.L. 93-380. It is composed of fifteen members appointed by the Secretary of Education and is charged with advising the Secretary of Education and the Director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) in the preparation of general regulations and with respect to policy matters arising in the administration and operation of the Bilingual Education Act.

The Council is also required to prepare and submit an annual report to the Congress and to the President on the condition of bilingual education in the nation and the administration and operation of Title VII of the Elementary and Secondary Education Act (ESEA) as well as other programs for persons of limited English proficiency (LEP) as stipulated in Section 732 (c) of Title VII (P.L. 95-561).

Council Activities

Having as its major purpose the assessment of the critical needs of language minority groups in the nation, the NACBE held four full Council meetings and eight public hearings during the 1982-83 fiscal year. During these sessions, the Council obtained and discussed information and developed recommendations relative to possible legislative changes, administrative improvements, and

national and international policy considerations to maximize the effectiveness of bilingual education.

The initial meeting of the Council saw the formation of six committees: (1) Coordination and Public Outreach, (2) Policy and Research, (3) Legislation, (4) Special Populations, (5) Annual Report, and (6) Executive Committee.

During subsequent meetings, the Council not only heard reports from these six committees, but also discussed a variety of other topics affecting bilingual education such as various modes of training with multi-lingual populations.

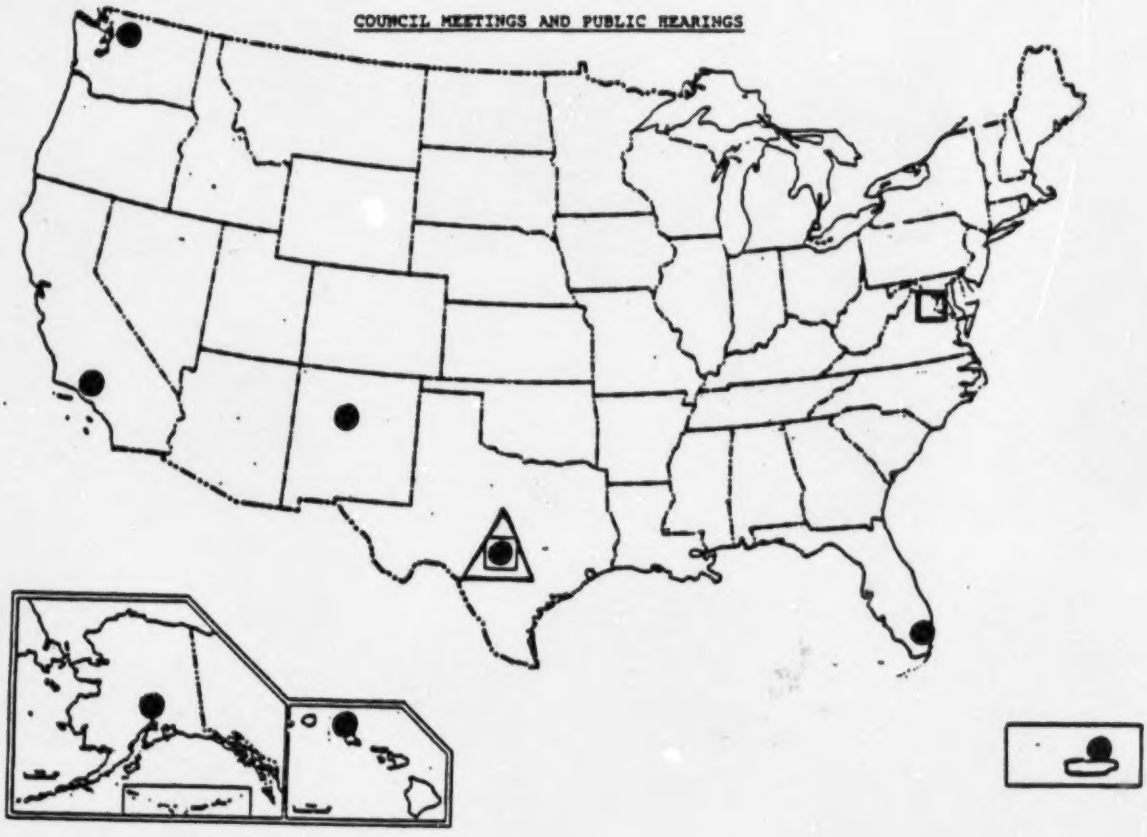
Perhaps the most significant Council activity during the past year was the "First National Advisory Council on Bilingual Education Forum on Language and Cultural Training Needs of U.S. Business-Both Domestic and International" (hereafter referred to as the Forum), held in San Antonio, Texas, December 3-5, 1982.

This Forum brought together individuals from large corporations, government, and small business, concerned with domestic and international markets and education to discuss bilingual education and its role as it applies to opportunities for bilingual personnel, and the training needs of individuals and business. The general conclusion drawn from the Forum was that bilingual education must play a critical role in facing the challenges, not only of a changing America, but also of a more interdependent world.

In addition to the four full Council meetings and the Forum, eight public hearings were conducted by the Council from March, 1982, through February, 1983. These public hearings were held throughout the United States and focused on special issues pertaining to

bilingual education and its impact on special populations. During these hearings, approximately 150 individuals testified or submitted testimony regarding these issues.

COUNCIL MEETINGS AND PUBLIC HEARINGS



● Public Hearings

Issues	Date	Event
1. Bilingual Education Needs in Puerto Rico	4/28/82	In conjunction with the Puerto Rican Bilingual Education Association, in Puerto Rico.
2. Bilingualism and its Economic Impact	4/30/82	Public Hearing, Florida.
3. Coordination of Bilingual Education and the Teaching of English to Speakers of Other Languages	5/03/82	In conjunction with the Conference of International Teachers of English to Speakers of Other Languages (TESOL), in Hawaii.
4. Needs of Native American Populations	12/01/82	In conjunction with the National Native American Language Issues Conference in Seattle Washington.
5. International Trade and Commerce	12/04/82	In conjunction with the Texas Association for Bilingual Education and the first "National Advisory Council on Bilingual Education Forum on the Language and Cultural Training Needs of U.S. Business-Both Domestic and International," in Texas.
6. Asian Immigrant Education	1/25/83	In conjunction with the California Association for Bilingual Education (CABE) Conference, in California.
7. Bilingual Education Needs in Isolated Rural Environments	1/29/83	In conjunction with the meeting of the National Institute for Multicultural Education, in New Mexico.
8. Status of Alaskan Native Bilingual Education	2/04/83	In conjunction with the Alaska Association for Bilingual Education Conference, in Alaska.

□ Full Council Meetings		Sub-Topics of Hearings
Washington, D. C.	2/28-29/82	Reauthorization of Title VII
San Antonio, Texas	12/03,05/82	The Effectiveness of Bilingual Education
Washington, D. C.	2/15-16/82	The Role of OBEMLA and Other Language Programs
Washington, D. C.	5/12-13/83	The Interrelation and Interdependency of Bilingual Education and Modern Languages
△ The NACBE Forum	12/04/82	The Importance of Bilingual Education With Regard to International Trade and Commerce

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CHAPTER II

PROGRAM IMPLEMENTATION

Introduction

Federal government involvement in bilingual education was initiated by Congress with the passage of the Bilingual Education Act of 1968. Due in great part to the results of research conducted with federal support, educators recognized bilingual/bicultural education as an effective means of teaching English to limited English proficient (LEP) children.

Bilingual education in the eighties is much different from its inception, reflecting both previous and continuing shifts. While the bilingual education classes of ten years ago were comprised mostly of children who spoke the same language and experienced a common cultural heritage, a growing number of today's classes contain students from many different backgrounds speaking diverse languages. Currently, over eighty-one identifiable language groups are included in bilingual education programs throughout the country.

The position of NACBE is that bilingual education is not only beneficial to LEP children, but it is also capable of fulfilling the need of the U.S. population to function in more than one language. As the economy shifts from national to international and the population shifts from geographical areas which are primarily monolingual to those which are multilingual, successful bilingual education programs will become more than instructional methodologies. These programs will be recognized as having significant social, economical, political, and educational implications.

Local, State, and Federal Support Efforts

The implementation of the Bilingual Education Act, Title VII, ESEA, requires the interrelationship of local and state agencies with the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) of the U.S. Department of Education. Since the inception of the Act, much progress has been made in coordinating efforts at all levels.

The potential target group for programs under the Bilingual Education Act, Title VII, ESEA, as amended, consists of approximately 3.6 million school-age children, ages 4 to 18, whose home language backgrounds are other than English and who are limited in the speaking, understanding, reading and writing skills in English needed to succeed in the English-medium school.

Title VII programs currently serve about 10 percent of the total population of LEP students (as defined under Title VII). However, approximately three times as many programs are supported from local sources as from Title VII funded programs, and a comprehensive review of available literature indicates local support has increased over the last two years.

State funds provide bilingual instruction for twice as many students as do Title VII funds. Thirty states have enacted bilingual education legislation and twenty-two states provide funds for programs either under their legislation or otherwise. The following chart provides a state by state breakdown of support for bilingual education over a three year period.

STATE FUNDING FOR BILINGUAL EDUCATION

STATES	1979-80	1980-81	1981-82	TOTAL
Alabama				
Alaska	$5,800,000	$7,200,000	$7,600,000	$20,600,000
Arizona			3,500,000	3,500,000
Arkansas				
California	12,900,000	14,700,000	14,000,000 (estimated)	41,600,000
Colorado	1,800,000	2,700,000		4,500,000
Connecticut	1,300,000	1,500,000	1,600,000	4,400,000
Delaware				
D.C.	N/A			
Florida				
Georgia				
Hawaii	1,500,000	2,900,000	3,300,000	7,700,000
Idaho				
Illinois	16,600,000	17,500,000	16,900,000	51,000,000
Indiana				
Iowa	200,000	200,000		400,000
Kansas	300,000	480,000	480,000	1,260,000
Kentucky				
Louisiana				
Maine				
Maryland				
Massachusetts	$19,300,000	$19,000,000	$18,800,000	$57,100,000
Michigan	4,500,000	3,100,000	3,100,000	10,700,000
Minnesota	400,000	1,500,000	3,200,000	5,100,000
Mississippi				
Missouri				
Montana				
Nebraska				
Nevada				
New Hampshire				
New Jersey	6,000,000	9,200,000	10,900,000	26,100,000
New Mexico	2,700,000	3,200,000	2,800,000	8,700,000
New York	1,900,000	1,900,000	4,400,000	8,200,000
North Carolina				
North Dakota				
Ohio				
Oklahoma				
Oregon				
Pennsylvania				
Rhode Island	214,000	210,000	205,000	629,000
South Carolina				
South Dakota				
Tennessee				
Texas	4,500,000	4,500,000	8,600,000	17,600,000
Utah	450,000	450,000	39,000	939,000
Vermont				
Virginia				
Washington	$2,400,000	$2,200,000	$2,100,000	$6,700,000
Wisconsin	1,800,000	1,700,000	1,900,000	5,400,000
Wyoming				
Am. Samoa	N/A	N/A	N/A	
Guam	N/A	400,000	N/A	400,000
Northern Mariana Islands			350,647	350,647
Puerto Rico	1,500,000	1,500,000	1,500,000	4,500,000
Trust Territory of Pacific Islands				
Virgin Islands	N/A	700,000	500,000	1,200,000

1. Data taken from the Guide to State Education Agencies, compiled and distributed by the National Clearinghouse for Bilingual Education
2. Data figures for California were quoted from the State and Federal Programs for Special Student Populations produced by Education Commission of the States, April 1982 (Report No F82-2)

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While local school districts and states are making an effort, schools in general are not meeting the needs of all LEP children. Only about one third of the 2.4 million children ages 5 to 14 identified in a 1978 study received instruction to develop their English proficiency. The remaining two thirds did not participate in programs designed to develop native language or English language proficiency.

The Federal Government, in an attempt to assist the local and state efforts through Title VII, ESEA, provides discretionary grants to assist agencies and institutions to develop programs to build their capacity to serve language minority students. In areas where funds for programs for LEP students are not provided by state or local sources (see page 7), Title VII, ESEA, services may be the only language-related services available.

It is important to note that federal guidelines and mechanisms usually serve as catalysts for initiating state and local support which endures long after the initial federal support. OBEMLA, under the direction of current Director, Jesse Soriano, has implemented a number of changes since 1982. Some of these changes include:

- Reorganization of OBEMLA to achieve better program management and increase cost effectiveness;
- Greater use of the National Clearinghouse for Bilingual Education services resulting in more efficient data collection and dissemination;
- Development of a more comprehensive training program for readers of Title VII, ESEA, grants to increase language group and geographical representation;
- Revision of the Basic Programs funding criteria to ensure more equitable distribution of funds;

- A reduction in the number of support service centers. Those remaining will be strategically located to better suit geographic and language groups needs to increase accountability;

- Initiation of discussions with the National School Boards Association in order to encourage local decision-making and commitment in assuring educational access to LEP children; and

- A greater outreach and ongoing discourse with school districts, institutions of higher education, and state agencies that have not been involved with the Title VII, ESEA, Program in the past.

Currently, proposed changes at the federal level are included in the Bilingual Education Improvements Act of 1983 proposed by Secretary of Education, Terrel H. Bell, which:

- provides far greater focus on building the capacity for school districts to carry out programs for children of limited English proficiency,

- strengthens the role of state educational agencies in improving bilingual education programs,

- supports a broadened range of instructional approaches for serving children of limited English proficiency,

- targets funding or projects which will serve children whose usual language is not English,

- authorizes vocational education activities for out-of-school youths and adults of limited English proficiency, and

- limits the local education agencies to five years of participation in Title VII Basic Grants Programs.

The projected increase of LEP students by the year 2000 (to 3.4 million[1]) requires close examination of the effectiveness of federal, state and local program efforts to achieve full capacity to serve LEP children. Before reviewing such capacity building efforts, however, it is first necessary to review the options for bilingual education program designs.

Program Design

The design of bilingual education programs has been the responsibility of the local agencies proposing programs under Title VII, ESEA. This localized option has produced a number of bilingual education program designs which vary the distribution of the two languages throughout the learning experience. In school systems in the United States it is rare to find a single approach applied to all language minority children. Research indicates that effective program design characteristics are as follows:

- The medium of instruction includes division of instructional time between first and second languages.
- Instructional strategies include concurrent use of first and second languages, preview/review, and translation.
- Classroom staffing patterns include (1) monolingual teachers and bilingual aides, (2) team teaching with a monolingual English teacher and a bilingual teacher (both with bilingual aides), and (3) fully proficient bilingual teacher and aide.
- The direction of the program may be toward assimilation, acculturation into the dominant culture, or integration of native and dominant culture.
- The conceptual base of the program may include transfer of learning from the native language to the second language, learning in the second language, and learning in two languages.

Because of the variety of needs of language minority students, it now seems clear that several program designs have proven to be effective and that the degree of native language instruction is a significant factor of success in program design.

Program Effectiveness

Evidence of program effectiveness is available through research studies funded under Part C Research and through required evaluation reports of bilingual education programs funded under Title VII, ESEA.

Increased and more sophisticated research and evaluation methods in bilingual education have yielded data which focus on the effectiveness of bilingual approaches in meeting the needs of some LEP populations. Much of this research has been addressed in previous NACBE reports. However, some studies and reports, such as those conducted under Part C Research and by the National Institute of Education, continue to be relevant to today's research questions regardless of their date of completion.

Rudolph C. Troike recently examined the available data regarding the effectiveness of bilingual education and English as a Second Language-only and reached the following conclusions:

1. Bilingual programs have demonstrated that they can raise achievement scores in English to or above the national norms.

2. The greatest growth in achievement is likely to be made in the fourth, fifth, and sixth years [of participation in a program].

3. Still other data show that bilingual programs increase average daily attendance among participants by a significant amount.[2]

In this review, Troike indicated that less data are available on the efficiency of the ESL-only approach than for bilingual education; and even fewer studies compare the two, whenever ESL is not a component of a bilingual education program.

In 1976, after reviewing available literature, the executive committee of the governing board of Teachers of English to Speakers of Other Languages (TESOL) unanimously adopted a position paper recommending "bilingual instruction, including an English as a second language (ESL) component, as the preferred model for instructing students of limited English proficiency."[3] The rationale for this position was that "concepts and skills (such as reading) learned first in the native language can be effectively transferred to English without loss of valuable learning."[4]

Some partial answers regarding effectiveness in bilingual education are provided by examining evaluations and studies of specific programs. Some examples follow:

- In San Francisco, students in the Chinese-English bilingual program scored at or above district and national norms on the California Test of Basic Skills in English and math in three out of six grades, and only one month below in two others.[5]

- In Santa Fe, New Mexico, students in the Spanish-English bilingual program exceeded the national norm on the Metropolitan Achievement Test and approximated the norm in English in grades five and six.[6]

- In St. John Valley, Maine, bilingually (French-English) instructed students outscored students in matched all-English schools in both English and math by the end of the fifth year of the program.[7]

- At Rock Point Community School on the Navajo reservation in Arizona, students were reading above grade level in English on the Stanford Achievement Test in the fourth through sixth grades.[8]

- In Colorado, over 90% of the 39 bilingual education programs surveyed showed a rate of academic progress at least as good as that normally expected for all students. More surprising, however, was the fact that 50% of the programs showed growth rates in English academic skills for all language minority students well beyond the normal expected growth rates for all students.[9]

- In Texas and Washington, bilingual programs were available to migrant children up through the third grade. The children receiving bilingual education were consistently superior in language and academic subjects both during the years they received bilingual instruction and up to three years later.[10]

- In Dade County, Florida, researchers looked at a group of 400 children who, after three or four years, had been mainstreamed into an all-English curriculum. Those who participated in a combined Spanish-ESOL bilingual program scored significantly higher in reading on the Stanford Achievement Test than those who did not participate in the combined Spanish-ESOL programs.[11]

A bilingual education effectiveness study is currently being conducted by Dr. William Tikunoff. "The Significant Bilingual Instructional Features Descriptive Study"[12] is still in progress, but preliminary findings identify the components of effective bilingual instruction.

The conditions for effective bilingual instruction, which have been found consistently in the settings studied, address mediation of instruction by:

- Using first and second language proficiently for instruction,
- Responding to/using cues from first language/culture,
- Focusing on development of both the first and second language, and
- Using teachers trained in bilingual education instruction.

Additionally, in fiscal year 1983, the Department of Education initiated funding for the first phase of the Congressionally-mandated longitudinal evaluation study which will determine the impact of services to limited English proficient students.

Capacity Building

The major thrust of the present administration is to build the capacity of state and local education agencies to serve the needs of LEP children.

One definition of capacity building states:

> the development of the grantee's human, materials, and programmatic resources which meet the needs of target students with the goal of integrating bilingual education into the school's total program after federal assistance has been phased out.[13]

The American Indian Bilingual Education Center, in cooperation with OBEMLA and the National Institute for Multicultural Education, further states how the goals of capacity building can be reached:

> the grantee must formulate a long-range plan which takes into account the interrelationships of the functional operations...the sustaining characteristics of successful programs...and the processes of coordination, collaboration, consistency, continuity, and communication.[14]

Projects also need to include the formation of coalitions which will provide the grantee with financial, material, and human support.

Local agencies and institutions have addressed the regulatory criteria in their applications, and greater commitment to capacity building on their part is documented. However, it is evident that a great number of these programs have not been able to reach institutionalization. If a local agency originally commits to continue programs of bilingual education with local funds, but is unable to fulfill the commitment, there are no known consequences. Therefore, additional assistance and increased monitoring of efforts should take place.

Recommendations

To address the area of capacity building the National Advisory Council for Bilingual Education recommends to the Director of OBEMLA that:

1. Priority be given to criteria for establishing need in programs to local education agencies on the basis of documented instructional need of LEP students rather than on numbers of LEP students and their economic status.
2. The process developed for Title VII proposal review include heavier weighting for capacity building in order to assure that this area be given serious consideration by applicants.
3. An improved system for monitoring and obtaining accountability be developed to ensure local commitment when Title VII funds are accepted.
4. Part C Research Agenda include "capacity building" as a priority for study, to identify strategies used and the characteristics of agencies which most effectively deal with this effort.
5. Incentives be developed for agencies to implement bilingual education programs without Title VII funding.
6. The expanded roles of SEAs include assistance to LEAs in student data collection, evaluation, testing, and in capacity building through state support and efforts.
7. Uniform evaluation criteria be developed and continuation of funding to Title VII projects be contingent upon positive evaluation results.

8. Data on effectiveness of bilingual education be publicized through a variety of public and private organizations.
9. Criteria for personnel selection of Title VII applications include demonstrated skill in bilingual instructional techniques.
10. Funds be provided for continuation of collection, cataloguing, and dissemination of developed materials.
11. Participation of community colleges in the Title VII, ESEA, program be increased.

FOOTNOTES

[1] InterAmerica Research Associates, Inc., Projection of Non-English Language Background and Limited English Proficient Persons in the United States to the Year 2000, National Center for Education Statistics, 1981.

[2] Rudolph C. Troike, "Bilingual-Si!," Principal 62 No. 3 (January, 1983), 47.

[3] Troike, 45.

[4] Troike, 45.

[5] Rudolph C. Troike, "Research Evidence for the Effectiveness of Bilingual Education," NABE Journal 3 (1978), 13-14.

[6] Charles F. Leyba, Longitudinal Study, Title VII Bilingual Program, Santa Fe Public Schools, Santa Fe, New Mexico. (Los Angeles: National Dissemination and Assessment Center, 1978).

[7] N.C. Dubé and Gilman Herbert, "Evaluation of the St.John Valley Title VII Bilingual Education Program, 1970-75," Mimeographed. Madawaska, Maine, 1976.

[8] Lillian Vorik and Paul Rosier, "Rock Point Community School: An Exemple of a Navajo-English Bilingual Elementary School Program," TESOL Quarterly 12 (1978), 263-71.

[9] Troike, 1978.

[10] Troike, 1978.

[11] Study Conducted by Florida International University and Dade County Public Schools. National Institute of Education, 1980-81.

[12] William J. Tikunoff, The Significant Bilingual Instructional Features Descriptive Study: Progress and Issues from Part I, National Institute of Education, March, 1982.

[13] R. Rudy Cordova and Lonnie Juarez, Capacity Building for Bilingual Education: A Guiding Paper, Proceedings of a Conference held in Albuquerque, New Mexico, July 8-10, 1981.

[14] Cordova and Juarez

CHAPTER III

EMERGING NEEDS

The challenge for the 80's, as we confront emerging needs in education, is to adapt to the demands of society and to actively plan and prepare to participate in an increasingly more complex and diverse global environment.

To date, of the over 81 identifiable language groups, there are special populations which have been historically underserved and/or underrepresented in bilingual education. While there are data extant on the status of programs for Spanish speakers, data about other language groups are just beginning to surface.

Since the beginning of the Bilingual Education Act, Title VII has funded projects serving a variety of language groups. However, some projects have experienced problems, among which are those related to the lack of instructional materials, basic linguistic descriptions, and established writing systems. In addition, the lack of certified teachers with skills in some languages and the sheer distance of projects from sources of information and technical assistance have compounded implementation difficulties. Special populations studied by the Council during the 1982-83 calendar year included American Indian language groups, Asian and Pacific American language groups and language minority populations in rural America, Alaska, and Puerto Rico.

American Indian Language Groups: In November of 1982, a panel on the "Information and Technical Assistance Needs of American Indian Language Groups in Bilingual Education" convened

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in Seattle, Washington. The panel included representatives from the lower 48 states as well as representatives from Alaska. This panel focused on the identification of the particular needs of the American Indian bilingual education community and the development of recommendations to address these problems. The panel then established the following goals to meet the bilingual education needs of the American Indian population:

1. Establishment of an Indian desk at OBEMLA whose sole and primary responsibility would be to coordinate and monitor American Indian bilingual education programs.
2. Provision for funding and support for a multifunctional support center to be established as soon as possible that will deal solely with American Indian bilingual education issues.
3. Institutionalization of the principles and programs of American Indian bilingual education at the federal, state, and tribal/local levels.
4. Dissemination of information to increase knowledge and understanding of agencies and communities regarding the diversity of tribal cultures and languages in each local geographical area.
5. Involvement of American Indian tribes, communities, and individuals in the development of bilingual education.
6. Provision for increased educational opportunities for Indian children that would enable them to receive relevant and meaningful education.

7. Establishment of a plan to coordinate Title VII programs with other agencies dealing with American Indian education.

Asian and Pacific American Language Groups: The multiplicity of languages and cultures grouped under Asian and Pacific American populations requires languages resources and expertise beyond what are presently available in education programs.[1] Identified goals to meet the needs of Asian and Pacific American language groups are:

1. The upgrading of staff development and training programs to insure quality services to Asian and Pacific American language minority populations.
2. The development of materials including comprehensive bilingual education curriculum designs and materials relative to Asian languages.
3. The development of accurate language assessment instruments for Asian and Pacific language minority students.

Alaskan Language Groups: The large,diverse multicultural population of Alaska has many needs with respect to bilingual education. These include needs for: better trained teachers, curriculum development, materials, and research to support bilingual education efforts. At the NACBE public hearing in Anchorage, Alaska, on February 4, 1983, two recommendations were made to help increase the representation and service to Alaskan Language Groups:

1. Appointment of an Alaskan Representative to serve on the National Advisory Council on Bilingual Education, and

2. Solicitation of information and research from more Alaskan school districts on bilingual education.

Puerto Rican Population: The challenges faced by Puerto Rico in meeting the needs of students who generally are not proficient in either Spanish or English are enormous. The NACBE public hearing in San Juan, Puerto Rico, on April 28, 1982, pointed out an urgent need to conduct research studies to determine appropriate treatment of problems faced by students at an early age. Some of the other recommended research studies include:

1. The needs of limited Spanish-speaking students including: socio-cultural, psycho-linguistic, school adjustment, and curricular materials.
2. Attitudes of teachers toward returning migrant students and attitudes of returning migrant students toward schooling in Puerto Rico.
3. Appropriate bilingual education practices for Puerto Rico and the Virgin Islands.

Rural Populations: There is an urgency to develop state leadership and assistance for local school districts that are faced with providing services for small pockets of language minority groups. Rural districts experience problems in the logistics of acquiring needed materials and supplies and in recruiting and retaining needed educational personnel. Rural districts are characterized by a limited financial base, geographical isolation, and severe climate or road conditions.

Two thirds (2/3) of the nation's school districts are classified as either rural, remote or isolated. Population growth rate in these areas is 9% as opposed to 5% in metropolitan areas.

There is a need for certified and fully functional bilingual education teachers and counselors in rural areas in order to:

1. Provide role models for culturally different students.
2. Provide counseling and teaching to language minority students.
3. Assist in the identification of language minority students who need placement in bilingual education or special education programs.

Public Awareness

In addition to meeting the needs of special populations, there is a need to make a variety of publics, such as the private and business sectors, policy makers, educators, general public, and press and media, more aware of bilingual education practices and results.

The importance of multilingual skills to the business world cannot be over-emphasized; a closer alliance between business and the private sector must be sought.

Bilingual educators must see that schools meet the needs of the private sector. Improved communication and related skills may be addressed through the development of language fluency, a thorough knowledge of business language, and a recognition of the interpersonal and cultural dimensions of business.

Educators should be cognizant of emerging needs so that

they can introduce programs, develop materials and encourage research relating to understanding effective bilingual instructional and evaluation techniques.

Information needs to be accessible to the general public describing the importance of the preservation of language and culture to the economic well-being of the nation. This can only be effectively realized or accomplished through utilization of the press and other media.

Because of the influence that the press and television exert on our everyday lives, the media must be used as a vehicle for disseminating information concerning changes continuously taking place in bilingual education including, but not limited to, emerging needs.

Members of the Council can assist the Secretary of Education and OBEMLA by increasing their involvement in public relations and dissemination of information. This may include officially being called upon to represent the Secretary and OBEMLA at meetings and conferences with the intent of communicating the administration's bilingual education initiatives.

Recommendations

For the next decade, the efforts of bilingual education legislation and programming should center on the following:

1. Providing more flexibility for language and cultural preservation in communities where functional literacy is deemed necessary for survival, such as the Native American and Alaskan native communities.

2. Increasing awareness of the public and private sectors with regard to bilingual education practices and results through the channels of public media.

FOOTNOTES

[1] A. Barreto Ogilvie, "Asian and Pacific Island Languages and Bilingual Education: A Statewide (Washington) Perspective," November, 1977, p. 7.

CHAPTER IV

BILINGUAL EDUCATION AS A POTENTIAL FOR ECONOMIC DEVELOPMENT

An increasingly interdependent world presents a tremendous challenge to education, particularly with regard to foreign languages and bilingual education. Given this trend, the role of bilingual education practices should be expanded to meet the needs of business individuals who function in a bilingual environment and in the international arena.

Recognizing the importance of learning other languages and cultures to strengthen our economy, President Reagan, in his statement to foreign language educators in Washington, D.C., during "National Foreign Language Week," said:

> We cannot afford to be complacent about our position in the world community. Both our economy and our national security depend upon American competitiveness. We must be effective--not only in the development of high technology and telecommunications but also in our ability to communicate in our own language as well as the languages of other nations.
>
> The study of foreign language is vitally important to the basic education of American youth and adults. I urge parents and community and business leaders alike to join educators in encouraging our youth to begin the study of a foreign language at an early age and to continue the study of this language until a significant level of proficiency has been achieved.
>
> (National Foreign Language Week Proclamation, March, 1983)

Addressing the importance of this same issue, the National Commission on Excellence in Education, in its report, A Nation At Risk, recommends that the study of foreign languages start at the elementary level:

> Achieving proficiency in a foreign language ordinarily requires from 4 to 6 years of study and should, therefore, be started in the elementary grades. We believe it is desirable that students achieve such proficiency because study of a foreign language introduces students to non-English-speaking cultures, heightens awareness and comprehension of one's native tongue, and serves the Nation's needs in commerce, diplomacy, defense, and education.[1]

The Commission also recommends that for the college-bound, two years of foreign language in high school be required in addition to any previous language study.[2]

Secretary of Education, Terrel H. Bell, has emphasized the potential of language resources available in the bilingual education community and has recommended that this valuable resource be utilized for the benefit of this country's internal economy and international trade by joining forces with the business sector. The bilingual education community provides a potential asset to the business world by improving the quality of language instruction and the development of cross-cultural training programs.

At the NACBE Forum in San Antonio, Jesse Soriano, Director of OBEMLA, stressed the importance of language skills to the business world and of establishing a closer alliance between the private sector and public education. He viewed this as, "an absolute requirement if we are to be successful [in this endeavor] in the next few years."[3]

At the same Forum, San Antonio Mayor, Henry B. Cisneros, highlighted the necessity for the American business community to have a multi-language capability and cross-cultural understanding to compete effectively in the world market.

This view was prevalent throughout the Forum, as reflected in a statement by Thomas Mann of General Motors Corporation:

> We are finding that no longer does our technology and our capital resources and our excellent management provide the competitive edge that it once had. It might be even appropriate to say that certain foreign groups have the edge. They possess the skills that we lack including the fluency in foreign languages and the knowledge of other cultures.[4]

Surveys of many American international businesses have revealed that less than 10% of major companies provide language training for their international staffs who are designated for overseas assignment. As a result, many American corporations are becoming more aware of the need to improve the cross-cultural sensitivity and multi-language capabilities of their international staff.

There is additional evidence of the growing need for linguistic competence in the American job market. In a survey conducted among firms dealing with foreign countries, it was found that more than 60,000 jobs require a second language. In areas of tourism, for example, the number of jobs requiring knowledge of more than one language is remarkable. Increasing percentages of top U.S. corporate officials have had some overseas experience and agree that the knowledge of a foreign language is important.

As states assume a more aggressive, promotional role and actively lobby to attract industry, bilingual education becomes a more viable, necessary tool. This meshes directly with the business perspective of a multi-language capability as a tool to be used in addition to the technical skills of the business

world. By preparing prospective managers to be proficient in a language or languages other than their own and attuned to differences in cultures and traditional business practices, language programs provide a real service to the business and international communities.

Corporations may eventually acquire a cadre of employees who have achieved a higher level of linguistic skills and cultural awareness than heretofore thought possible, and in doing so, dramatically improve their business and public image.

Bilingual education may prove to be not merely an exercise in academia, but also a cost-effective investment in America's economic growth and prosperity. The synergistic effect of all the above arguments emphatically establishes the premise that bilingual education is a powerful means in an advanced modern society whose contribution to economic growth can hardly be doubted. It would be difficult to conceive of U.S. competitiveness remaining unimpaired if this asset were to disappear. Internally, it would be equally difficult to calculate the magnitude of the damage to ethnic markets and employment that would result from this interruption. The welfare of the nation requires that we pay full attention and become acutely sensitive to the diversity that lies within our unity. As our links and interconnections with the world economy keep on developing, our readiness to meet others on terms, grounds and situations different from our own becomes a necessity. [5]

Recommendations

In order for bilingual education to become a useful tool for economic development, it is recommended that:

1. Funds be set aside under Title VII to develop programs to assist in establishing partnership ventures between bilingual education and the business sector.
2. The viability of using bilingual education practices to assist in economic development efforts be examined.
3. Models be developed that would encourage the integration of bilingual education with foreign language education and international education to increase the effectiveness in the use of these resources.

FOOTNOTES

1 A Nation at Risk, A Report by the National Commission on Excellence in Education, 1983, p. 26.

2 A Nation at Risk, p. 24.

3 Jesse Soriano, statement at the Forum on "The Language and Cultural Training Needs of U.S. Business - Both Domestic and International," co-sponsored by NACBE and NCBE, December 4, 1982.

4 Thomas Mann, "Preparation of General Motors' International Service Personnel for Overseas Assignments, statement at the Forum. December 4, 1982.

5 Antonio Jorge et al., "The Economic Impact of Bilingualism" the National Clearinghouse for Bilingual Education, August, 1982.

CHAPTER V

LEGISLATIVE DIRECTION

Reauthorization Issues

The National Advisory Council on Bilingual Education (NACBE) views the reauthorization of Title VII as vital. Many of the issues surrounding reauthorization have been addressed in the Bilingual Education Improvements Act of 1983.

The primary objectives of the proposed amendments to the Title VII Act are:

1. to focus the bilingual education Basic Grants program on building the capacity of school districts to carry out programs for limited English proficiency (LEP) children,
2. to strengthen the role of State educational agencies (SEAs) in improving bilingual education programs,
3. to authorize support of a broader range of instructional approaches for serving children of limited English proficiency,
4. to target funding on projects which will serve children whose usual language is not English, and
5. to authorize vocational education activities for out-of-school youths and adults of limited English proficiency.

The proposed amendments to the Act would also emphasize that because no one educational technique or method for educating limited English proficiency children has been proven uniformly effective, local education agencies (LEAs) are in the best

position to determine which educational techniques or methods best meet the needs of those children.

Following this line of thought, if these amendments are approved, the present definition of "program of bilingual education" would be replaced by a definition of "bilingual education" to include methods of instruction that do not use a student's native language.

One element of the proposed Bilingual Education Improvements Act of 1983 is the increased focus on capacity building. As mentioned above, the proposed Act would authorize the Secretary to award basic grants for the purpose of building the capacity of local educational agencies to serve children of limited English proficiency by establishing, operating, or improving bilingual education programs.

In order to apply for these basic grants, local educational agencies would be required to make assessments in six areas:

1. the needs of limited English proficiency children;
2. the method(s) of instruction selected for serving such children;
3. how Federal funds would be used to build their capacity to serve such children;
4. their ability to serve such children, including the qualifications and need for further training of personnel who would participate in the program;
5. their capacity to serve such children when Federal assistance for basic grants is no longer available; and
6. the success of their past efforts to build their capacity to serve such children with previous assistance under the Act.

A second key element of the proposed Act is in the area of teacher qualifications. The current language of Title VII states that personnel must be "proficient in the language of instruction and in English, to the extent possible." The proposed Bilingual Education Improvements Act proposes that teachers be "proficient in English and, to the extent that a program includes the use of a language other than English as a medium of instruction, in such other language."

The third important issue addressed in the Act is setting funding priorities for basic grants. It would require that priority be given to basic grants which propose to assist children of limited English proficiency whose usual language is not English.

Finally, the proposed Act would (a) change the priority for funding training activities from one of demonstrated competence and experience in bilingual education to one of need for bilingual education programs, and (b) expand the "State Educational Agency Projects for Coordinating Technical Assistance Program" and the types of bilingual vocational training to be carried out by the Department of Education.

Recommendations

After a thorough analysis of the proposed amendments, the Council recommends that:

1. Programs where the native language and the culture of the child are utilized as a medium of instruction while the child is learning English be encouraged.
2. Teachers who are providing instruction to language

minority students be proficient in English, in the students' native language whenever possible, and be knowledgeable of the students' culture.

3. Funds given to states (over the 5% existing formula) should not be transferred from any other categories under the Act.
4. Funds to implement bilingual vocational programs should continue to be provided through the Vocational Education Act funds rather than through the use of Title VII funds.

CHAPTER VI

CONCLUSIONS

Projected Directions of the Council

In response to the testimony presented at the eight (8) public hearings, presentations at Council meetings, other research, and based on the Council's assessment of bilingual education in the nation, NACBE proposes the following directions to be addressed in 1983 - 1984:

Legislation

Title VII will be submitted for reauthorization in 1983-1984. The Council should analyze and provide input into the reauthorization process. In addition, the Council should work with OBEMLA to develop broader and more specific criteria for the evaluation and funding of grant proposals.

Program Effectiveness

The Council should gather data on Title VII program management and operation with the goal of synthesizing this information, determining where unmet needs emerge, and ultimately, recommending ways to improve the delivery and effectiveness of services to students.

A Nation At Risk has provided much timely information about the status of education generally. NACBE should review this report and identify ways to further improve and integrate bilingual education in the total school program.

Understanding that computer literacy is a crucial issue for

the 1980's, NACBE should examine computer assisted instruction relating to bilingual education and make recommendations for the further utilization of technology in bilingual education.

Outreach

The information presented to the Council by the private and business sectors in 1982-1983 regarding the need for multilingual capacity in the business world indicated that NACBE should continue to solicit response from those segments of the public that are impacted by bilingual education. Additionally during 1983-1984, NACBE should solicit responses from the National School Boards Association, the American Association of School Administrators, the National Education Association, the American Federation of Teachers, and local, state and government officials, anticipating that the base of support for the development, implementation and maintenance of bilingual programs will be widened and strengthened.

Staff Development

A chronic problem persists in bilingual education in the area of recruiting and retaining needed educational personnel to carry out bilingual instructional programs. NACBE should review existing bilingual teacher training competencies and make recommendations relative to the improvement of teacher training programs.

Special Populations

While the status of the impact of bilingual education on special populations is being addressed in another chapter of this

report, there are still language groups who remain underserved and underrepresented in Title VII programs. NACBE will continue to identify these special populations, determine unmet needs and make recommendations for addressing these needs.

GENERAL RECOMMENDATIONS OF THE COUNCIL

Based on the Council's assessment of the future of bilingual education in the nation, current research findings, testimonies heard at the eight NACBE public hearings, and presentations made at Council meetings, NACBE recommends that the following initiatives be pursued and implemented.

Recommendations to the Director, Office of Bilingual Education and Minority Languages Affairs (OBEMLA):

1. Capacity building should be given greater weighting in proposal evaluation and monitoring should be increased to insure continued local support for bilingual education.
2. More balanced criteria for funding new projects should be established and published, and continuation funding should be based upon positive evaluation results.
3. Funds should be set aside under Title VII to develop programs to assist in establishing partnership ventures between bilingual education and the business sector.
4. Technical assistance should be provided for the public and private sectors in developing languages and intercultural programs and in making them aware of the untapped resources available through our multilingual/milticultural communities.

5. Innovative programs and approaches should be developed to address the shortage of bilingual education personnel. Additionally, Title VII should continue to emphasize the retraining of teachers and the development of career ladder opportunities for instructional aides.
6. Research on the effectiveness of bilingual education should continue and be publicized in a more diversified manner.

Recommendations to the Secretary, Department of Education:

The U.S. Department of Education should:

1. Develop models that will encourage the integration of bilingual education with foreign language education and international education to more effectively use available resources.
2. Assist in the transition toward increasing state and local roles leading toward decentralization.
3. Examine the viability of using bilingual education practices to assist in economic development efforts.
4. Utilize OBEMLA to better coordinate foreign language, bilingual education, international studies and civic education programs.

Recommendations to the President of the United States:

1. A national language policy which integrates the educational needs of language minority students should be established at the executive level.

2. An inter-agency Council with representatives from foreign languages, international education, trade, commerce, business, and international affairs should be appointed at the executive level.

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APPENDIX A

CHARTER OF THE

NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

THE SECRETARY
WASHINGTON, D.C. 20202

CHARTER

National Advisory Council on Bilingual Education

Purpose

The Bilingual Education Act (Act) declares it to be the policy of the United States: (a) to encourage the establishment and operation, where appropriate of educational programs using bilingual education practices, techniques and methods, and (b) for that purpose, to provide financial assistance to local educational agencies, and to State educational agencies for certain purposes in order to enable such local educational agencies to develop and carry out such programs in elementary and secondary schools, including activities at the preschool level, which are designed to meet the educational needs of children of limited English proficiency with particular attention to children having the greatest need for such programs; and (c) to demonstrate effective ways of providing, for such children, instruction designed to enable them, while using their native language, to achieve competence in the English language. Special assistance is also provided to meet the needs of persons of limited English proficiency through bilingual adult and vocational educational programs.

Discharge of these responsibilities requires the advice of the National Advisory Council on Bilingual Education.

Authority

This Council is authorized by Section 732 of the Bilingual Education Act, as amended (20 U.S.C. 3242). It is governed by provisions of Part D of the General Education Provisions Act (P.L. 90-247 as amended; 20 U.S.C. 1233 et seq.) and the Federal Advisory Committee Act (P.L. 92-463; 5 U.S.C. Appendix I), which set forth standards for the formation and use of advisory committees.

Function

The National Advisory Council on Bilingual Education advises the Secretary of Education, and the Director of the Office of Bilingual Education and Minority Languages Affairs in the preparation of general regulations and with respect to policy matters arising in the administration and operation of the Bilingual Education Act, including the development of criteria for approval of applications, and plans under the Act, and the administration and operation of other programs for persons of limited English proficiency. The Council shall prepare and, not later than March 31 of each year, submit a report to the Congress and the President on the Condition of bilingual education in the Nation and on the administration and operation of the Act, including those items specified in section 731 (c) of the Act, and the administration and operation of other programs for persons of limited English proficiency.

Structure

The Council is composed of 15 members appointed by the Secretary one of whom the Secretary designates as Chairperson. At least eight of the members of the Council shall be persons experienced in dealing with the educational problems of children and other persons who are of limited English proficiency, at least one of whom shall be representative of persons serving on boards of education operating programs of bilingual education. At least two members shall be experienced in the training of teachers in programs of bilingual education. At least two members shall be persons with general experience in the field of elementary and secondary education. At least two members shall be classroom teachers of demonstrated teaching abilities using bilingual methods and techniques. The Council also includes at least two parents of students whose language is other than English and at least one State educational agency representative and one member at large. The members of the Council are appointed in such a way as to be generally representative of the significant segments of the population of person of limited English proficiency and the geographic areas in which they reside.

Members serve for staggered three-year terms, subject to renewal of the Council by appropriate action prior to its expiration.

The Council may establish committees composed exclusively of members of the parent Council. Each committee complies with the requirements of applicable statutes and Departmental regulations. Each committee presents to the Council its preliminary findings and recommendations for subsequent action by the full Council. Timely notification of each committee establishment and any change therein, including its charge, membership, and frequency of meetings will be made in writing to the Committee Management Officer. All committees act under the policies established by the Council as a whole.

Management and staff services are provided by the Director, Office of Bilingual Education and Minority Languages Affairs, who serves as the Designated Federal Official to the Council. The Secretary will procure temporary and intermittent services of such personnel as are necessary for the conduct of the functions of the Council, in accordance with Section 445 of the General Education Provisions Act and will make available to the Council such staff, information, and other assistance as it may require to carry out its activities effectively.

Meetings

Council meetings are held not less than four times each year at the call of the Chairperson, with the advance approval of the Secretary or the Designated Federal Official who approves the agenda and is present at all meetings.

Committees meet at the call of the Chairperson, with the concurrence of the Council Chairperson. Committees generally meet in conjunction with the Council, but they may meet approximately one additional time per year.

Meetings are open to the public except as determined otherwise by the Under Secretary. Notice of all meetings is given to the public.

Meetings are conducted, and records of the proceedings kept, in accordance with applicable laws and Department regulations.

Compensation

Members who are not full time Federal employees are paid at the rate of $100 per day, plus per diem and travel expenses, in accordance with Federal Travel Regulations.

Annual Cost Estimate

Estimate of the annual cost for operating the Council, including compensation and travel expenses for members but excluding staff support is $125,000. Estimate of annual person-years of staff support is 1.0 at an estimated annual cost of $30,000 for half-time program officer and half-time administrative assistant.

Reports

In accordance with Section 732(c) of the Bilingual Education Act, the Council prepares and submits not later than March 31 of each year a report to the Congress, the President, and the Secretary, on the condition of bilingual education in the Nation and on the administration and operation of the Act, including those items specified in Section 732(c), and the administration and operation of other programs for persons of limited English proficiency.

In accordance with Section 443(a) of the General Education Provisions Act, the Council submits an annual report to Congress not later than March 31 of each year. This report contains, at a minimum, a list of members and their business addresses, the dates and places of Council meetings, the functions of the Council, and a summary of the Council's activities, findings, and recommendations made during the year. This report is included in the Secretary's annual report to Congress onJune 30.

Copies of all reports by the Council are provided to the Committee Management Officer and the Designated Federal Official to the Council.

Termination Date

Subject to Section 448(b) of the General Education Provisions Act and unless renewed by appropriate action prior to its expiration, the National Advisory Council on Bilingual Education continues to exist until October 1, 1983.

This charter expires two years from the date of signature.

APPROVED:

5-22-81
Date

Secretary

APPENDIX B

NAMES AND BUSINESS ADDRESSES OF

NATIONAL ADVISORY COUNCIL

ON BILINGUAL EDUCATION MEMBERS AS OF

DECEMBER 31, 1982

NATIONAL ADVISORY COUNCIL

ON

BILINGUAL EDUCATION

CALENDAR YEAR 1982 - 1983

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